IN SUMMARY

Coming Home
Education, counseling, and veterans' groups in Florida have formed a statewide counseling network to assist returning veterans of the Persian Gulf war and their families. **Page 5.**

Condoms in Colorado
A small, heavily Catholic, public school district in the state has earned a reputation as a pioneer for its liberal condom-distribution program in its high schools. **Page 6.**

Miller's March
Georgia's freshman Governor won passage of his chief campaign proposal—a constitutional amendment creating a state lottery to fund education. **Page 20.**

Someone To Watch Over Me
Some Ohio educators are concerned that the state's efforts to monitor reform by gathering personal information about students may lead to violations of privacy laws. **Page 21.**

Race-Based Scholarships
Two top Education Department officials defended the department's controversial policy banning race-based scholarships last week before a Congressional panel. **Page 26.**

Information Gap
A group of college students last week told a Congressional panel that few high-school guidance couselors know much about federal financial-aid programs. **Page 26.**

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EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume X, Issue 27.

ACROSS THE NATION

NATIONAL

National Trade-School Associations Announce Plans To Join Forces

The directors of the two national membership associations that lobby on behalf of a majority of the nation's trade schools have approved plans to merge their organizations.

Directors for the National Association of Trade and Technical Schools and the Association of Independent Colleges and Schools expect their members to endorse the merger plan this June, according to Stephen B. Friedheim, chairman of the A.I.C.S. board of directors.

"We think it's entirely appropriate for this kind of action to come to pass, since our schools work so closely at the state level," he said. "It's a natural extension to join together on a national level."

Mr. Friedheim said that over the past several years the two organizations have developed state resource centers and a default-management program for member schools, and have relied on the same research firm, the Career Training Foundation. The merger of the two groups also will strengthen their efforts to lobby the Congress on the reauthorization of the Higher Education Act, he said.

Stephen Blair, president of the N.A.T.T.S., will become president of the new organization, which does not yet have a name.

STATES

Suit Charges Pennsylvania Schools Shortchange Spec.-Ed. Students

A federal class-action filed in Pennsylvania last week charges that school officials in that state are failing to provide an appropriate education for dozens of disabled students who cannot be served in traditional, school-district special-education programs.

The lawsuit, filed in U.S. District Court in Philadelphia, is being brought on behalf of three disabled or emotionally disturbed children and their mothers.

It alleges that pupils across the state often must wait months while local school districts find appropriate private-school placements for them. In the interim, these students may receive as little as an hour a week of home-based instruction or remain in placements that school officials have already deemed inappropriate for them, the suit charges.

Moreover, said Leonard Reiser, the lawyer for the students, some children are being placed in residential facilities far from their homes when, with the proper support, they could remain in the community.

"Basically," he said, "the system just isn't working at the moment."

■ **The Georgia Board of Education has approved a requirement that schools across the state introduce 35 "core values" throughout the curriculum at all grade levels.**

The state board this month approved a measure calling for the teaching of values, but it will allow local districts the leeway to decide how to restructure lesson plans to highlight such values as freedom of conscience, frugality, tolerance, and moderation.

As mandated by the board, the new rule not only requires schools to incorporate these values into teaching, but also demands that students be given the chance to put what they have learned into practice.

The core values were approved after a series of seven public hearings around the state. During the hearings, some fundamentalist Christians questioned whether, depending on how they were taught, lessons in "tolerance" and "moderation"—two of the values on the final list—would undermine their religious beliefs.

■ **The Minnesota Court of Appeals has ruled that a woman who lost her job for extensive absenteeism when she stayed home to care for a sick infant is entitled to unemployment benefits.**

The court held, on a 2-to-1 vote, that Diane McCourtney's actions in caring for her child did not constitute misconduct under the law.

Ms. McCourtney was fired from her job at a computer company in Minnetonka, despite a good record as an employee, because she frequently missed work to care for her son, who had a series of illnesses, including pneumonia, influenza, and pinkeye.

Ms. McCourtney said that she was unable to find affordable day care for the child, and therefore had to miss work.

She did not protest the firing, but did file suit when the state's unemployment department said she was ineligible for benefits because she had put her family's interests ahead of her employer's interests. Such "misconduct," the state held, made her ineligible for benefits.

The appeals court ruled that Ms. McCourtney had made "substantial efforts" to find day care for her child, and that her absences were "due to circumstances beyond her control."

The court held that the company was responsible for $5,486 in benefits.

DISTRICTS

Judge Ends Desegregation Case Against Alabama County Schools

A federal judge has ended an 18-year-old desegregation suit against the Lowndes County, Ala., schools, after declaring further efforts at integration pointless since the overwhelming majority of students in the district now are black.

The case against the Lowndes County public schools began in 1973 when the U.S. Justice Department filed suit in an effort to better integrate the school system's white and black students.

Superintendent on Hold

Plenty of school superintendents across the nation feel that they're under fire from their boards these days. But perhaps only one believes he's been placed under house arrest.

That's how Fred Mendoza, the superintendent of the Delano (Calif.) High School District, describes his situation these days.

The district trustees voted recently to order Mr. Mendez, who has headed the system for some seven months, not to come to work. However, they said, he must remain at home by his telephone from 7:30 A.M. to 4:30 P.M. in case anyone from the central office has any questions. And he was told not to talk to reporters.

When a recent caller inquired how the beleaguered superintendent was doing, he replied, "I am sitting at home. By the telephone."

As of last week, though, he said he had not received a single call from the school office.

Peter Steiner

"It's certainly different, even unique to be sent home like this," he said. "It's very peaceful. I'm smelling the roses, and I suppose that's good."

Both sides are being rather mysterious about the reasons for the action. Mr. Mendoza points out that the district, which comprises one high school, has had nine superintendents in the past 10 years.

Beyond that, he will say only that he and the board have different educational philosophies.

District officials have said much the same in news accounts, but did not return telephone calls.

Mr. Mendoza's contract expires in June. He acknowledges that he'll be "looking around," and is concerned that his current plight might harm his job prospects.

His lawyer is also reviewing the situation, Mr. Mendoza said.

A rural area about 30 miles north of Bakersfield, Delano has a mix of Hispanics, Filipinos, and whites, and ethnic tensions are said to play a role in local politics.

Indeed, a boyhood friend of Mr. Mendoza is Cesar Chavez, the farm labor leader who organized a boycott of Delano grapes in the 1960's and won unprecedented collective-bargaining rights for the grape pickers.

For now, Mr. Mendoza says, he'll follow board instructions until told otherwise.

—G.B.

Teaching our Teachers

Reformers Seek To Untangle Web of Rules, Regulations To Improve Quality, Spark Innovation in Teacher Training

By Lynn Olson

For years, Kentucky has had so many requirements dictating how teachers should be prepared and how they should be licensed that "I don't think there's anybody in the whole state who knows what all the regulations are," says Elizabeth R. Nelli, assistant director in the division of teacher education and certification.

The Blue Grass State's problem is not unique. Across the country, experts say, teacher education has been overregulated to the point of minutiae, resulting in a system that has discouraged innovation and encouraged rigidity.

Even worse, experts maintain, the tangled web of state policies and procedures that govern teacher education has produced the illusion of quality control where none exists.

Rarely, if ever, do states shut down ineffective or substandard teacher-education programs.

Moreover, studies have found little relationship between the kinds of courses required by states and the effectiveness of a teacher's performance in the classroom.

Instead, maintains Willis D. Hawley, director of the center for education policy at Vanderbilt University, teacher-education requirements represent a "garbage can of logrolled political and social values whose main effects are to increase the obstacles to entering the profession and to trivialize the process of teacher preparation."

Most state rules and regulations regarding teaching take two forms: licensing requirements that teachers must meet before they are legally allowed to practice, and program-approval standards that individual training programs must meet if they are to stay in business.

Within this broad framework, states may specify standards for everything from admittance to teacher-education programs to curriculum requirements to exit-level standards for graduation or licensure.

The result, according to many critics, is a hodgepodge of policies and procedures that ends up telling schools of education who they can teach, what they can teach, how they can teach, and, even, how long they can teach it.

"You have so many rules and regulations," complains Joni Finney, director of policy studies for the Education Commission of the States, "that you can't hold institutions accountable, because you're dictating what they should do."

Timothy Davis

Dorene Ross, left, a professor at the University of Florida, consults with one of her students, Sharon Davis, in a "research in elementary education" class.

To remedy the problem, an increasing number of reformers are calling on states to stop mandating the content of teacher education and to focus instead on the quality of its graduates. For example:

- The National Association of State Boards of Education recommended in October that the policies governing teacher training become "less prescriptive and more outcome-based."

"Just as state policymakers are developing outcome measures for schools and students," the report notes, "they should begin to evaluate teacher-training programs based on desired outcomes."

- The E.C.S. advocates in a report released in November that states keep their laws governing teacher education "to a minimum."

"For flexibility," it asserts, "specifics regarding the program-review process and program requirements must be kept outside state statutes."

"In addition," the report notes, "regulatory agencies must keep rules to a minimum and attend to assessing program outcomes, rather than to setting specific course requirements and other prescriptive regulations."

- The Renaissance Group—a consortium of colleges and universities dedicated to reforming teacher training—urges in a paper released last year that states stop mandating the content of teacher preparation and focus instead on results.

"In too many states," the paper states, "the im-

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Last in a Series of Special Reports

Teaching our Teachers

WEB OF RULES

Continued from Page 11

position of excessive regulation of teacher-education programs, as well as a failure to recognize the expertise of those actively engaged in the profession, has led to an erosion of confidence in teacher-preparation programs and to the unnecessary expansion of program requirements."

• The U.S. Education Department sponsored a conference in December in which it highlighted those states that are trying to provide teacher education with greater flexibility in exchange for performance.

Today, a few states have begun to pick up on that message, including California, Florida, Minnesota, New York, Tennessee, and Vermont.

But most caution that attempts to deregulate teacher education are still in their infancy.

With distrust of teacher education running high, educators note, a substantial tradeoff of deregulation for performance is unlikely in the near future.

"I think governors are frustrated by teacher education," one observer cautions. "They don't know how to get hold of it. They don't know what it is. They're convinced that the people who come out of it are not very good. And so they're not about to give up on the controls that they perceive they have."

"The whole theme of deregulation just isn't very exciting to them," he adds.

Schools of Education: 'Highly Regulated Creatures'

Most schools of education are "highly regulated creatures," pulled in different directions by the numerous public agencies that oversee their work, says Arthur E. Wise, president of the National Council for Accreditation of Teacher Education.

Indeed, critics maintain that one of the problems with the current system is the lack of coordination and coherence regarding state regulatory efforts.

Within a given state, control of teacher education may be splintered among state legislators, the state board of education, the chief state school officer and his staff, the board of regents, and the governor.

Requirements can take the form of state statutes, case law, regulatory mandates, judicial interpretations, political pressure, or funding decisions.

Public institutions in Texas, for example, must respond to initiatives from state lawmakers, the Texas Education Agency, and the Texas Higher Education Coordinating Board—all of whom have responsibility for monitoring different aspects of teacher education and licensure.

"In one state," notes Don Ernst, education aide to Gov. Evan Bayh of Indiana, "a strong governor is able to promote a national system of certification, while in another, a governor finds that simply proposing an additional six credits to the recertification requirements poses political problems."

"Some states . . . have strong independent agencies that have greater freedom to make teacher-education policy," he continues, "while other states are dominated by legislative mandates. Advisory boards abound . . . yet such bodies are often disregarded."

"There seems," he concludes, "to be no center for the teacher-education policy process."

The result, critics say, is layers of often-conflicting rules and regulations to which colleges of education tend to respond indiscriminately. Frequently, requirements set in place one year are jettisoned the next.

In his study of a sample of teacher-education programs nationwide, the researcher John I. Goodlad concluded, "it was not so much the specific requirements as the fact of their existence and of their relative instability that stifled and ultimately turned off the creative spigot."

"Why engage in the hard work of curricular renewal, only to have the results dashed by new state requirements?" he asked. "The tentacles of the state bureaucracy reach into colleges and universities to influence teacher-education curricula to the point of prescription."

Ironically, at the same time that states increased their requirements for teacher education during the 1980's, many also created alternative-certification programs that enabled people to bypass traditional teacher training entirely.

Estimates now suggest that between 33 and 48 states offer some form of alternative entry into teaching that allows an individual to earn a teaching license without completing a formal teacher-education program.

Attending to the 'Bureaucratic'

Historically, states have tried to protect the public from incompetent educators by requiring teachers to obtain a license before they can legally practice their craft.

State licensure, in turn, has been based largely on graduation from a state-approved teacher-training program. Only recently have states also required teachers to pass a test or tests in order to be certified.

Today, state program review remains the dominant means for judging the quality of teacher education in many states. In most instances, this review consists of a team of teachers, administrators, and higher-education faculty members who visit a campus for two to four days, review documents, and interview university personnel and others to ascertain whether a particular program meets state requirements.

Those requirements, in turn, focus primarily on inputs: Does the program have the right student-to-staff ratio? Can it identify a course or courses that teach each of the competencies required by the state for licensure? Does it provide for the requisite hours of student teaching?

Critics describe the process as incredibly cumbersome, time-consuming, and bureaucratic.

According to Laura A. Wagner, manager of the intersegmental teaching-improvement unit within the California Department of Education, a campus with 15 separate teacher-education programs—to prepare everyone from special-education teachers to high-school biology instructors—could have as many as 60 people on campus reviewing those programs with little attention to the universitywide commitment to teacher preparation as a whole.

"Institutions are concerned about the trivial nature of the program-review process," she concludes in a paper prepared for the U.S. Education Department conference. "Many institutions feel that state reviews seem to attend to the bureaucratic without examining the substance of how well college students are prepared to become beginning teachers."

"The problem," agrees Ms. Nelli of Kentucky, "becomes how do you differentiate between what's a good and what's a bad program?"

"Most of the standards, including the ones we're operating on currently . . . are front-loaded," she says. "They deal with the quality of the faculty, the quality of advising services, the quality of the program."

"As long as you're looking at what goes in and not looking at performance standards at the other end," she says, "how do you know what works?"

Others maintain that inadequate training and funding for program-review teams lead to inconsistencies, misunderstandings, and hasty judgments in the application of requirements from one institution to another.

Moreover, because many program reviewers are themselves teacher educators, they are reluctant to be too harsh on their peers.

"There's a certain tendency on the part of people to want to be as generous to each other as they can be," Mr. Wise of NCATE says. "Logrolling, as I remember the technical meaning of the term, means you scratch my back and I scratch your back."

A 'Patchwork Effect'

Few accuse a malevolent hand of producing the current amalgam of teacher-education requirements.

Instead, educators note, state rules and procedures have accreted over time, reflecting the waxing and waning interests of policymakers and special-interest groups.

In some instances, Ms. Finney of the E.C.S. says, teachers have requested requirements as a way to control access to the profession.

In other cases, Mr. Hawley of Vanderbilt says, regulations developed from a "real sense of concern about children."

Physical-education teachers, for example, might lobby to ensure that their successors have training in kinesiology or sports medicine. A state lawmaker who attends a conference on student discipline might decide that all teachers in his state should learn assertive-discipline techniques. And legislators might want every teacher to complete a course in the state's history.

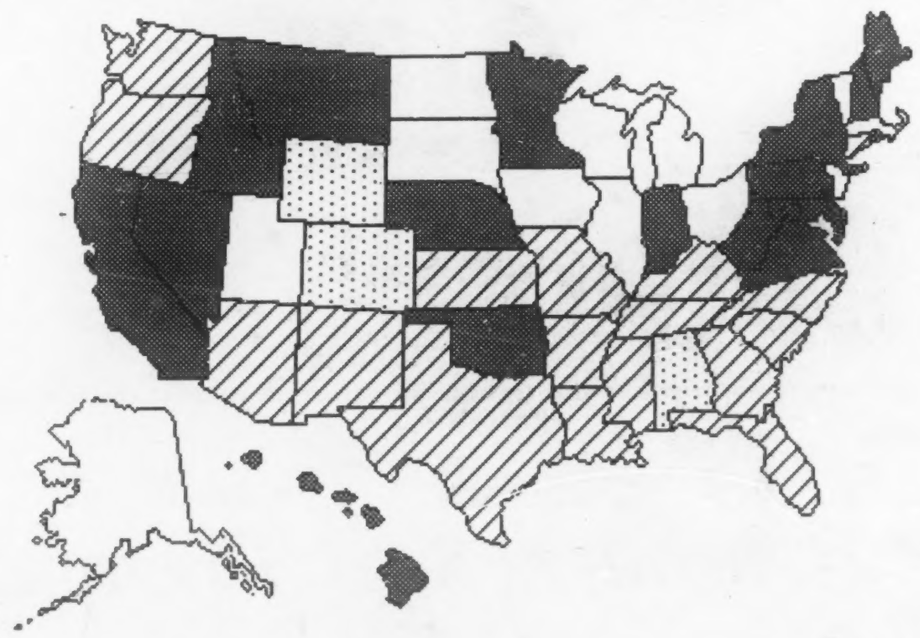
"It looks harmless enough," Mr. Hawley cautions, "but for every requirement, it's two units less of something else, like calculus or world history."

"It's pretty clear that virtually none of the requirements come out of a careful analysis about whether, if you take this course or that course, you'd be better as a teacher," he adds.

At the university level, says Edward R. Ducharme, interim dean of the college of education and social services at the University of Vermont, the tendency is to respond to such requirements in a "kind of knee-jerky way."

"O.K. You want that? We'll put a course in," he says. "Now it's in a course, and it's a checkoff, versus asking whether a person

State Teacher-Testing Programs, 1990



States that test for admission to teacher-education programs only

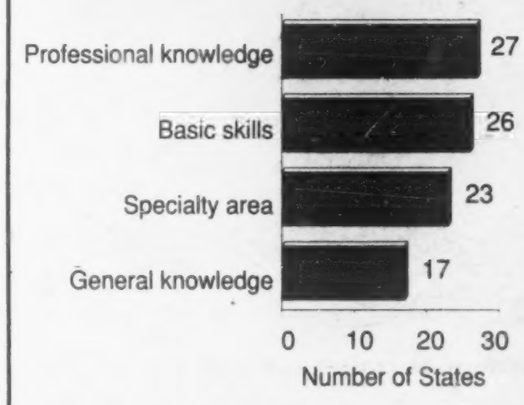
States that test for teacher certification only

States that test for both admission to teacher-education programs and for teacher certification

States that have no teacher-testing requirements

Source: Educational Standards in the 50 States: 1990, Educational Testing Service

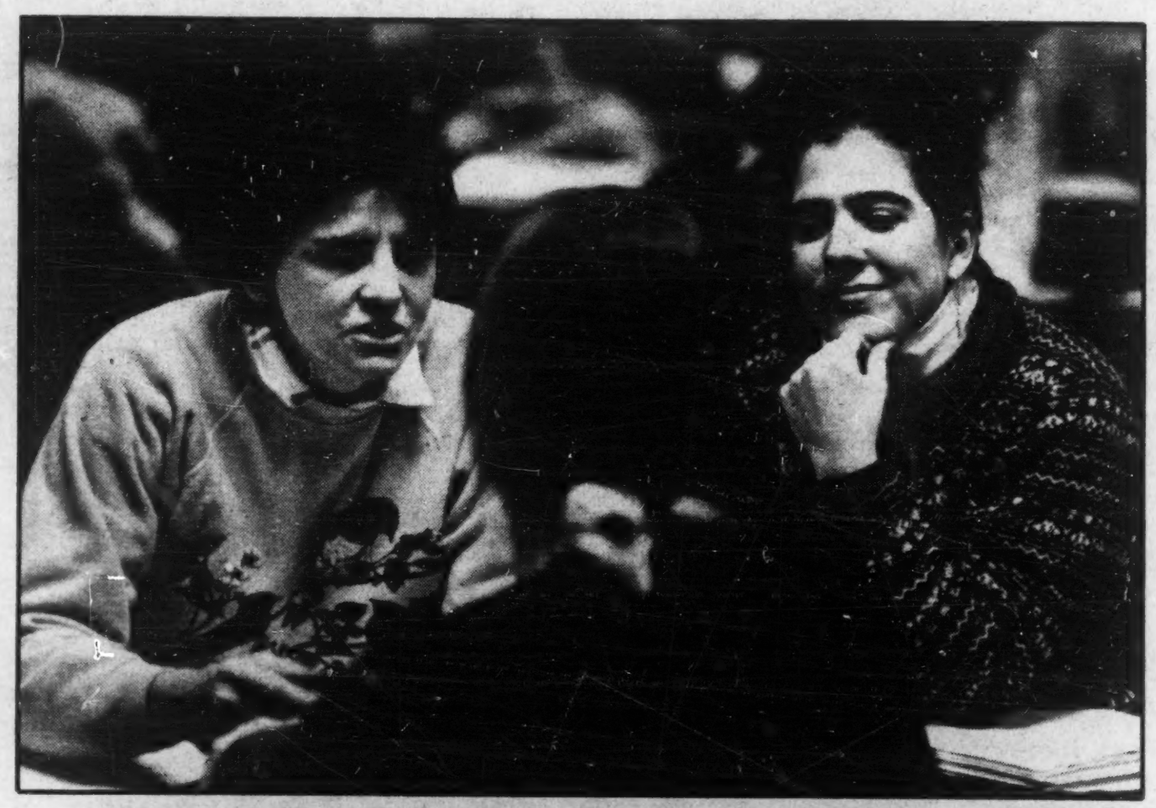
Areas Tested for Teacher Certification, 1990



Base: 36 states with teacher-certificaton testing

Source: Educational Standards in the 50 States: 1990, Educational Testing Service

Glenn Russell



Glenn Russell

Students in a methods class at the University of Vermont, left and top, practice their interviewing techniques in preparation for upcoming interviews with elementary-school students. Russell Agne, above, is the professor of the class. State officials have agreed to develop a new results-oriented alternative to the existing approval process for the state's teacher-training programs.

can actually do it."

The result, Ms. Nelli says, "has been a patchwork effect."

"You add on a patch here and a patch there," she notes. "What you emerge with is a system that's made up of bits and pieces that have been tacked on over the years," with little attempt to weed out duplication or inconsistency.

'Caught' in the Middle

States' attempts to position themselves on the cutting edge of reform by adopting policies and procedures that differentiate them from their neighbors have also led to confusion and chaos, according to Richard C. Kunkel, dean of the college of education at Auburn University.

"In the quest to be on the cutting edge and to have higher standards than the people around them," he asserts, "states are constantly in competition with each other."

"They want to show that they're giving more attention to early-childhood education, or they have raised their standards for science teachers," he explains. "But what that really causes for the teacher—the client in the field—is a mess."

"As candidates move from one state to the other," he notes, "they buck immediately into the new regulations of that state."

The most egregious example, according to Mr. Kunkel, is the different configurations for licensing teachers by grade level from one state to the next. While one requires a middle-school certificate, for example, another licenses teachers for kindergarten through grade 9.

"Then, when a candidate tries to move from one state to another," he argues, "they're caught in it."

A 'Disincentive' To Change; An 'Alienating' Influence

Many critics charge that the overly prescriptive approach to the regulation of schools of education has hindered efforts to improve teacher training.

According to the NASBE report, such close regulation of teacher-training programs has created a "disincentive for schools, colleges, and departments of education to change the manner in which they train teachers and has alienated many deans and professors of education."

"These efforts to regulate every facet of teaching," it adds, "ignore its inherent complexity."

In recent years, says Thomas J. Switzer, dean of the college of education at the University of Northern Iowa, burgeoning state requirements have also made it difficult for undergraduates to complete their teacher-training programs within four years.

Beyond that, he adds, "the further you get into regulation, the less opportunity you have for faculty to craft, to take ownership in, and to be proud of their teacher-preparation program."

In the end, many critics allege, trying to improve teacher training through rules and regulations provides a "quick and dirty" solution to a complicated problem.

In a nationwide study of state rules and regulations governing entry into teaching, Marilyn M. Scannell, coordinator of school-university cooperative programs at the University of Maryland at College Park, found that those states with the most restrictive regulations spent the least money on public education and had the lowest proportion of college-educated residents.

"What it led me to conclude is that these were pretty quick and dirty fixes," she maintains, "rather than a substantial investment in really reforming teacher education."

'Political Pressure'

Many critics stress that policymakers and others need to resist the temptation to equate excessive regulations with quality.

In the Southern states, which have some of the nation's most stringent teacher-education requirements, notes David C. Smith, dean of the college of education at the University of Florida at Gainesville, no institution has been denied authority to prepare teachers in the past 10 years.

"When a state judges that a program is inadequate, there is often political pressure brought to bear to keep it operating," Mr. Wise of NCATE says.

"It's very easy to subscribe to the general proposition that we should have quality teacher education for all of our teachers," he notes, "but then you get to a remote corner of a state, and the question is, 'Are you going to allow an inferior program to operate and at least produce what appear to be teachers, or are you going to close it down and deny students in that area access to teacher education?' "

"Certainly, legislators from that region frequently believe that the former course is better than the latter," he states.

The result, according to Mr. Ducharme of Vermont, is that, "despite having allegedly rigorously defined standards and criteria, you'll see institutions that get state accredited or approved that can't possibly have the resources that another place does."

"It's just an endemic weakness of the system," he adds.

Agrees Howard Mehlinger, former dean of the school of education at Indiana University: "Right now, with the current regulation system, all we know is that all of us are approved. And we suspect that there are some programs that aren't very good."

To remedy that situation, the NASBE report urges that, "when appropriate, state boards should be prepared to deny approval—and funding—to programs that consistently graduate an unacceptable number of inadequately prepared teachers."

Similarly, the E.C.S. document argues: "State leaders must be willing to terminate programs judged inadequate and to reallocate financial resources to institutions with effective programs."

Waivers Rarely Used

In recent years, a number of states have also turned to state licensing exams to ensure the quality of prospective teachers.

According to a report from the Educational Testing Service, by 1989-90, 39 states required such tests either for entry into teacher-education programs or prior to certification. In addition, three more states were in the process of validating such exams.

Theoretically, experts maintain, the use of such outcome measures should reduce the reliance on other forms of regulation to monitor teacher education. But such has

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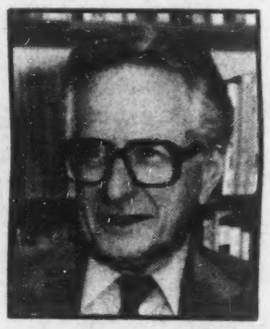
Teacher-education requirements represent a garbage can of logrolled political and social values.

–Willis D. Hawley



The tentacles of the state bureaucracy . . . influence teacher-education curricula to the point of prescription.

–John I. Goodlad

Institutions are concerned about the trivial nature of the program-review process.

–Laura A. Wagner

As candidates move from one state to the other, they buck immediately into the new regulations of that state.

–Richard C. Kunkel

WEB OF RULES

Continued from Page 13

not been the case, they say.

"It should go down, but it hasn't, because we've built all these bureaucracies and practices," Mr. Kunkel of Auburn says.

Others note that the poor quality of such exams—combined with a lack of trust in the ability of teacher educators to plan their own curricula—has led both systems to remain in place.

Although some states offer waivers from existing rules and regulations to universities that wish to plan innovative teacher-education programs, such policies are rarely used.

In California, for example, experimental and alternative teacher-education programs are potentially exempt from a number of state requirements. But Ms. Wagner notes that only two such programs have been approved in the past few years, "chiefly because the . . . design and reporting requirements for approval of such programs are perceived as formidable and 'chilling' " by colleges and universities, and "not worth the extra effort required."

"Waivers are difficult to prepare. Waivers are difficult to defend," explains David G. Imig, executive director of the American Association of Colleges for Teacher Education. "And you've got to be prepared to do that. And so few institutions, in fact, make use of that option."

More radical deregulation is needed, he argues, "before we're going to get the kind of creative experimentation that has to take place" in teacher preparation.

"The real problem," he adds, "is that the absence of resources is going to make that very precarious and very difficult."

Making a Tradeoff: Deregulation for Results

Nonetheless, a few states have begun to offer colleges and universities greater freedom from regulations in exchange for better results:

- In August, university presidents and state policymakers in Vermont signed a compact in which higher-education leaders agreed to develop a new results-oriented alternative to the existing state program-approval process.

In exchange, the state board of education has agreed to suspend any program-approval visits for the next two years.

"This is a trade—deregulation for results," says Richard P. Mills, the state's commissioner of education. "We would rather have substantial deregulation in return for higher performance."

The Vermont Higher Education Council has appointed a panel of university presidents and teacher educators to develop the new outcome-based system. Their recommendations are due out this spring.

Presidents from each of the state's colleges and universities also are scheduled to attend a conference next month at which they will present plans for reforming teacher education on their campuses.

- Last year, the Florida legislature passed a law designed to free colleges and universities to develop "varied and innovative teacher-preparation" programs, while being held more accountable for results.

Under the statute, members of the state university system will have to receive accreditation from both the state and NCATE. Nonpublic institutions can either seek joint approval or use an alternate process that will be based primarily on "significant, objective, and quantifiable" measures of their graduates' performance.

In addition, beginning in July 1995, both public and private institutions will have to meet new outcome measures, to be developed by the state's Education Standards Commission, in order to maintain program approval.

Further, the new law requires that by July 1995, the state create "standards of excellence" that could be used to recognize outstanding teacher-education programs and, perhaps, make them eligible for additional funding.

- California is also exploring ways to revise its program-approval standards. A law passed in 1988 calls for an Accreditation Advisory Panel to review current procedures and make recommendations this year regarding the creation of a nongovernmental entity that might be charged with reviewing teacher-education programs.

According to Ms. Wagner, the state is moving away from the specification of higher-education courses to procedures that would rely more heavily on assessing what future teachers know and can do.

- New certification requirements adopted by the New York State Board of Regents in May 1989 no longer require approved programs to offer a specific number of credits, as they did in the past. Instead, they focus on what teachers should know and be able to do upon completion of the program.

The requirements will take effect in September 1993.

- In 1987, the Minnesota legislature directed the state Board of Teaching to devise a new system for evaluating teacher-education programs. Under the proposal, which is being phased in over a five-year period, each institution in the state must devise its own outcome measures for teacher education, based on a list of skills, dispositions, and knowledge adopted by the board.

Once those outcome measures are approved, says Kenneth L. Peatross, the board's executive secretary, they will become the basis for evaluating a university's teacher-education programs.

"We will hold people accountable for a scenario that we have approved and that they are committed to," he explains, "rather than the more traditional ways of looking at inputs, in terms of courses and that sort of thing."

- As part of a sweeping education-reform law adopted last year, the Kentucky legislature created a professional-standards board to monitor the teaching profession.

One of the board's primary tasks, according to Ms. Nelli, is to revise and streamline the existing system for teacher licensure and program approval.

Eventually, she anticipates, those requirements will focus on the development of an outcome-based system, similar to the one now being developed for grades K-12 in the state.

A Time of 'Academic Freedom'?

Observers say it is too soon to tell whether such initiatives will provide greater freedom for teacher-education programs.

But they caution that providing greater flexibility and more accountability in teacher preparation may be easier said than done.

Several years ago, for example, Tennessee decided to replace its system of program approval and licensure with one based on a streamlined set of standards regarding what teachers should know and be able to do.

Under the plan, all prospective teachers must major in an academic discipline; take more general-education courses; and participate in an expanded clinical experience, including either a one-year internship or a full semester of student teaching followed by an entry-year program for beginning teachers.

Rather than having to offer a prescribed set of courses, individual institutions are now free to develop their programs as they

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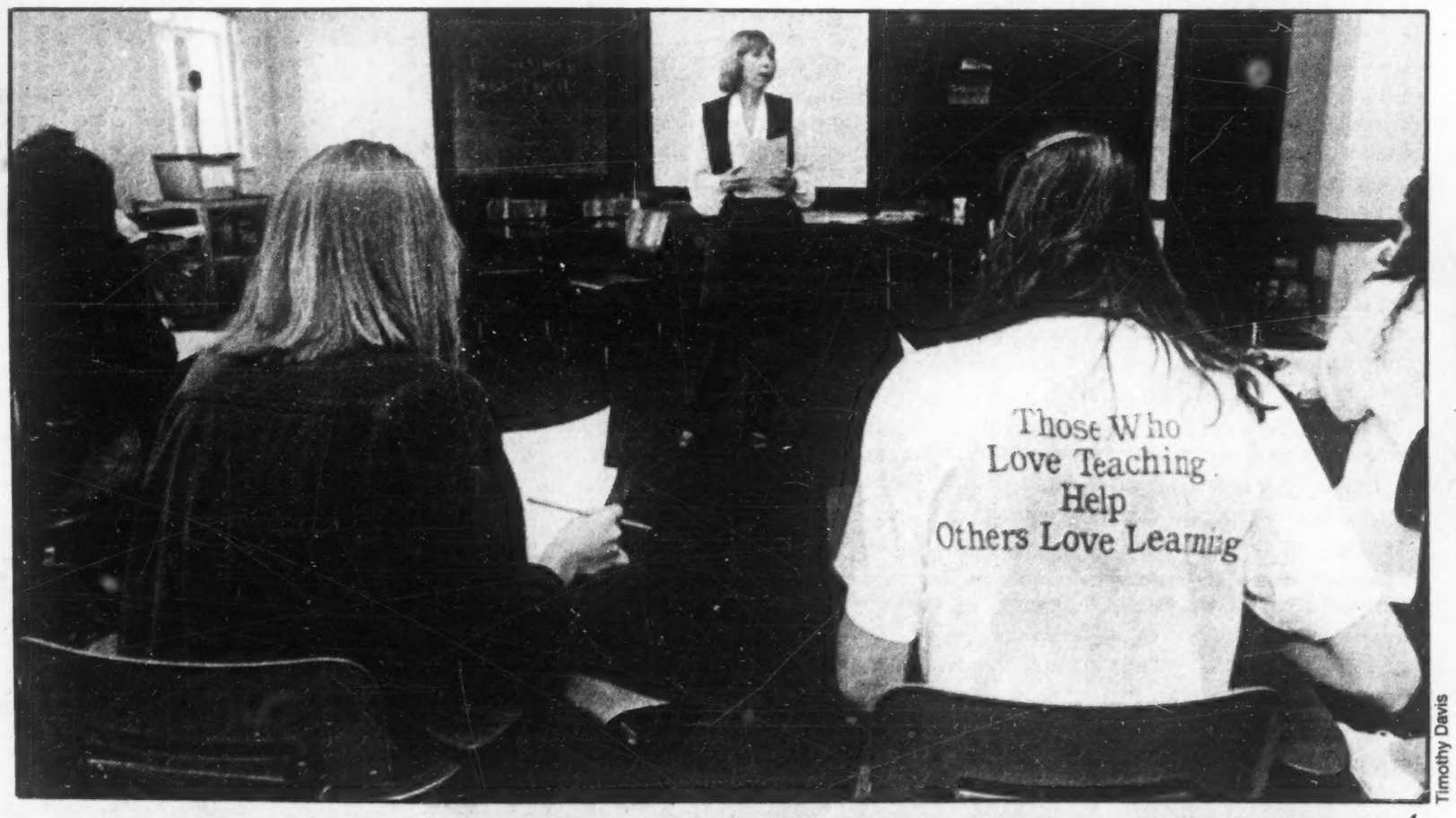


Timothy Davis

A few states have begun to offer colleges and universities greater freedom from regulations in exchange for better results. But observers caution that accomplishing such objectives may be easier said than done.

The further you get into regulation, the less opportunity you have for faculty . . . to be proud of . . . their program.

–Thomas J. Switzer

When a state judges a program inadequate, there is often political pressure brought to bear to keep it operating.

–Arthur E. Wise

We would rather have substantial deregulation [of teacher education] in return for higher performance.

–Richard P. Mills

What we have to do is reach some agreement about what it is teachers should know and be able to do.

–Joni Finney

Teaching our Teachers

WEB OF RULES

Continued from Page 15

see fit and to justify whether they meet the new standards on a case-by-case basis.

According to Connie Smith, director of teacher education and accreditation for the state, the new standards have heralded a time of "academic freedom and institutional autonomy in Tennessee."

But that view is not shared by everyone.

"The intent was deregulation," says Richard Wisniewski, dean of the college of education at the University of Tennessee at Knoxville. But after teams of teachers, administrators, and teacher educators began to develop the list of skills and competencies expected of teacher candidates in particular areas, he explains, the streamlined set of rules and regulations burgeoned into more than 100 pages of requirements.

"Unfortunately," Mr. Wisniewski says, "it has not served to free us up. The very length of those materials means that everything has to be dealt with, talked about, checked off."

Agrees Mr. Hawley of Vanderbilt: "The standards are now so voluminous that there are many people here who feel that they are not a whole lot different" from what came before.

"The profession did it to itself," he adds. "Three years ago, the basic policies were terrific. It looked like real deregulation."

Now, he says, it is difficult to tell.

'Overly Simplistic'

Others warn about the difficulty of developing appropriate outcome measures that can be used to evaluate teacher-education programs.

According to Donald J. Nolan, deputy commissioner for higher and continuing education in New York State, most teacher-education programs currently base their judgments about students primarily on "individual observations of student-teaching performances and on evaluations by cooperating teachers and supervisors, with no structured means of evaluating overall program effectiveness."

"What we have to do," argues Ms. Finney of the E.C.S., "is reach some agreement about what it is teachers should know and be able to do. And I don't think people have really reached agreement on that."

"I think it's going to be difficult to really figure out what we expect," she adds, "and then the question is: How do you assess it?"

To help the University of Vermont move toward a results-oriented system of program approval, Mr. Ducharme sent a letter to 30 of his colleagues nationwide, asking them what the phrase brought to mind.

The 14 replies he has received so far have not been particularly encouraging.

One respondent warned that judging an institution's quality based on the success of its graduates was "overly simplistic."

"Other variables outside the school, college, or department of education influence results," the respondent noted.

Another cautioned that Vermont's compact "might in the final analysis be meaningless if . . . your state, as ours, will not deny program approval to any institution in the state."

Yet another worried about what would happen if the state prescribed the results that institutions must meet, instead of allowing colleges and universities to devise their own outcome measures.

Moving Toward a More National System

In addition to exploring the use of outcome measures to evaluate teacher-education programs, states are considering linking their program-approval process with that of NCATE, the national body that accredits teacher-education institutions.

At present, NCATE provides voluntary national accreditation to only 500 schools nationwide, out of more than 1,200 that offer teacher training.

The result, according to Mr. Wise, is a "two-track accreditation system": one for those who choose to measure up to NCATE standards, and another for those who do not.

Only three states—Arkansas, North Carolina, and West Virginia—currently require their teacher-education institutions to earn NCATE accreditation in order to stay in business.

Another 19 states have some kind of cooperative arrangement to tie their state program-approval process more closely with NCATE, but those agreements are primarily procedural in nature.

In other states, institutions that wish to seek NCATE approval must go through a time-consuming and redundant process at both the state and national levels.

Striving for Quality

In the past, critics have targeted NCATE's standards for being as bureaucratic and ineffectual as those of many states.

But since the organization's new standards took effect in the fall of 1988, approximately one-third of the colleges and universities that have applied for accreditation have been rejected.

As a result, some argue that if states were to require NCATE accreditation for all teacher-education programs, the most ineffective ones would be put out of business.

"I wouldn't minimize what could be accomplished by requiring NCATE accreditation," Mr. Smith of Florida says. "I think you'd probably lose 30 percent to 50 percent of the institutions nationwide" that now prepare teachers.

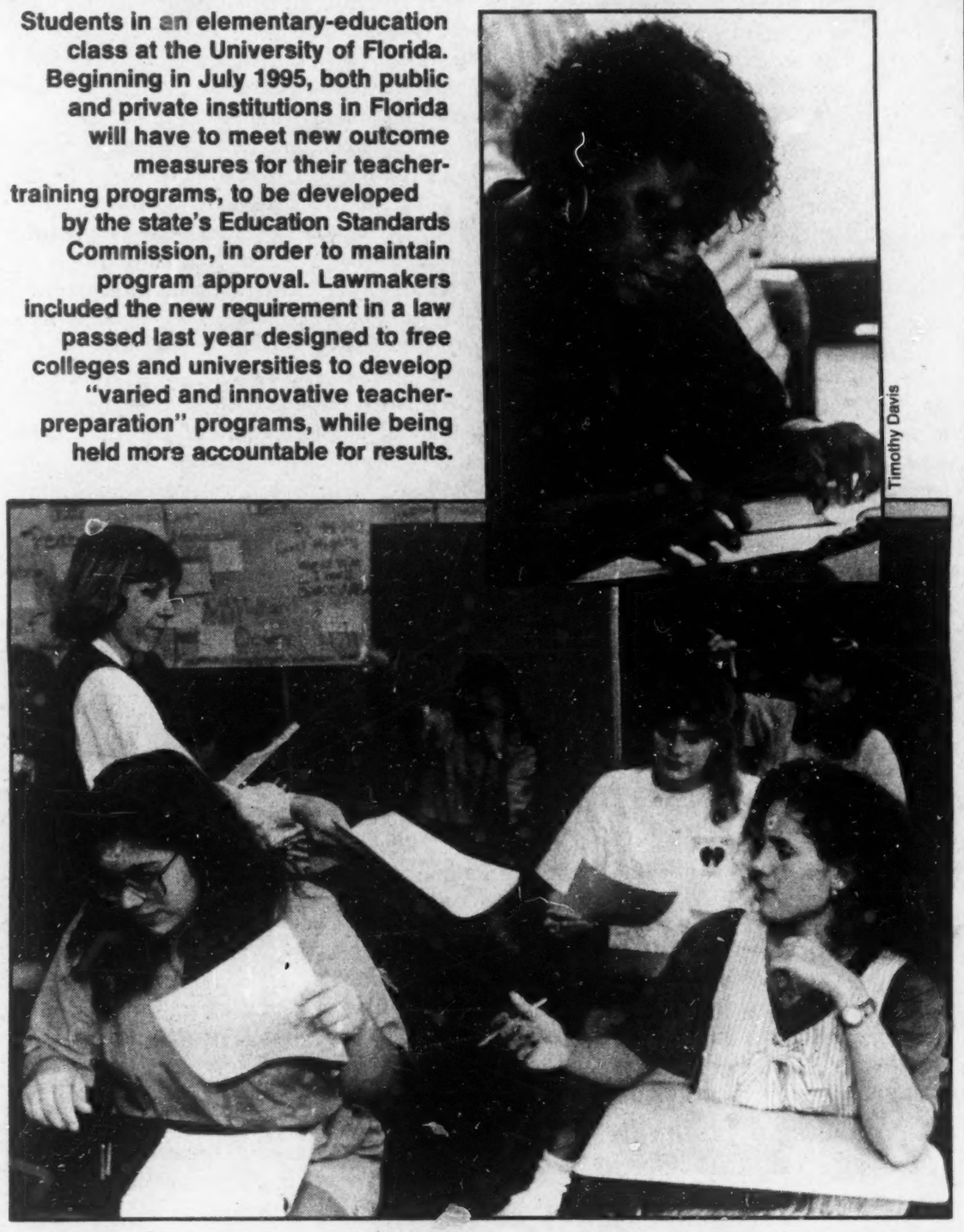
Agrees Donald J. Stedman, dean of the college of education at the University of North Carolina at Chapel Hill: "I think the chance of having a set of standards that focuses on up-to-date research and on quality is more likely to be got from national than from state standards, which are more affected by non-quality issues like the supply and demand of teachers or by political issues."

According to Mr. Wise, in the established professions—such as law, medicine, architecture, and engineering—only professionally based, national accrediting associations set and enforce standards for professional education.

States, in turn, support those standards by requiring licensed practitioners to have graduated from nationally accredited programs. But they do not pursue program-approval measures of their own.

He argues that the move toward a "common national system of teacher-education accreditation" would make it easier for teachers to move from one state to another, reduce duplicative efforts, and apply more rigor to teacher-education programs.

And his organization is actively pursuing that objective with such groups as the Council of Chief State School Officers and the National Association of State Directors of Teacher Education and Certification.



Timothy Davis

Students in an elementary-education class at the University of Florida. Beginning in July 1995, both public and private institutions in Florida will have to meet new outcome measures for their teacher-training programs, to be developed by the state's Education Standards Commission, in order to maintain program approval. Lawmakers included the new requirement in a law passed last year designed to free colleges and universities to develop "varied and innovative teacher-preparation" programs, while being held more accountable for results.

'Plenty of Targets To Shoot at'

For now, however, Mr. Wise's proposal can expect to run into substantial opposition.

The refusal by the National Board for Professional Teaching Standards to require candidates sitting for voluntary, national teaching certificates to have graduated from an accredited teacher-education program was seen by many as a major blow in the move toward national accreditation.

In addition, many institutions continue to complain about the quality and implementation of the new NCATE standards and the costs of seeking the group's approval.

"Over the years, NCATE has given people plenty of targets to shoot at," concedes Mr. Kunkel, who used to be the organization's executive director.

But, he cautions, "We really hurt the profession when, because we may or may not have confidence in NCATE, we discredit the place of national accreditation in general."

"All the other professions have linked accreditation pretty heavily to either licensure or certification," he notes. "We're just acting as if we're amateurs when we don't accept that."

A 'Control Issue'

Currently, observers note, there is a greater chance to develop a national consensus about the requirements for teacher education, certification, and licensure than at any time in history.

For example, 22 states now use the National Teachers Examinations, developed by the E.T.S., to license prospective teachers. And more states may choose to do so, based on revisions of the tests now under way.

Similarly, the creation of the national standards board for teaching—which will develop advanced assessments of what teachers should know and be able to do—could lead to greater uniformity in the standards that states use both to approve teacher-education programs and to license educators.

Already, some states are trying to make it easier for teachers to move from state to state—and to avoid duplication—by entering into reciprocity agreements or by forming multistate consortia to develop teacher licenses and examinations.

The result could be a much more streamlined and rational system of teacher-education requirements, observers hope.

But Mr. Stedman of the University of North Carolina cautions that, for such efforts to succeed, states will have to overcome what he views as a "control issue" regarding teacher education and licensure.

"I think there's an interest among states in not deferring to the national level exclusively," he notes.

"In some cases, states think, 'It's our job. How can we give it away?' " he says. "There's also a suspicion of the outside . . . and a nervousness that national standards may not respond to what most states think are needs that they have that are different from those of other states."

Whether such problems can be overcome, he and others note, remains to be seen. ■

This special series on teacher education has been underwritten by the John D. and Catherine T. MacArthur Foundation.

R4800-2

EDUCATION WEEK

American Education's Newspaper of Record | Volume X, Number 29 · April 10, 1991 | *© 1991 Editorial Projects in Education / $2.50*

Tex. Judge Gives Another Chance On Equity Order

Vows Drastic Steps if No Accord Is Reached

By Lonnie Harp

A Texas judge last week cut off state funding for the public schools and threatened to halt local spending as early as next Monday if legislators do not produce an acceptable solution to the state's intractable education-finance dilemma.

Lawmakers, who were unable to agree on a finance-equity bill by the April 1 deadline set by the state supreme court, began a new round of discussions last week after District Judge Scott McCown froze about $2 billion in state school aid.

The shutoff of state funds essentially gave legislators two more weeks from that point to find a solution, since schools had by then already received their April state-aid checks. But as the legislature worked toward a solution that has eluded it over the past two years, Judge McCown ordered plans to be prepared for an alternate finance formula that observers said would cost wealthy school districts "hundreds of millions of dollars."

The judge ordered a survey of the finances of each of the state's 1,052 school districts and appointed Lynn M. Moak, a deputy commissioner of the Texas Education Agency, to draw up a school-finance plan for the remainder of this year and next year based on existing school revenues.

The money would be collected by the state and distributed to districts based largely on their local tax rates—a severe blow to high-wealth areas, which can afford to tax their valuable property at low levels.

Judge McCown said that, in lieu of a finance plan, he will also rule April 15 on a request by poor school districts to cut off local spending until a new system is accepted, as well as on a state request for more time to draft a new formula.

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After First Year, Ky. Reforms Called 'on the Move'

Little Tax Backlash Is Detected

By Lonnie Harp

STANTON, KY.—Having grown up here in Powell County, on the western edge of Appalachia, Superintendent Jim Potts knows that school officials who push for higher taxes often do not last long.

But this year, Mr. Potts readily admits, things are different. A local tax increase helped leverage $1.3 million in new state funding, a windfall that he hopes will finally enable this poor school district to buy more than futility.

A year after Kentucky launched what has been described as the nation's most comprehensive education-reform plan, many students in Powell County are finishing their first year in a school with a librarian, counselor, full-time art classes, aides assigned to assist potential dropouts, and watertight roofs—all luxuries for a county where property taxes generate just $116,000 a year.

So, as spring fills the woods that rise around the Red River gorge here with clouds of crimson buds, Mr. Potts sees a similar process of rebirth going on in his 2,500-student school system.

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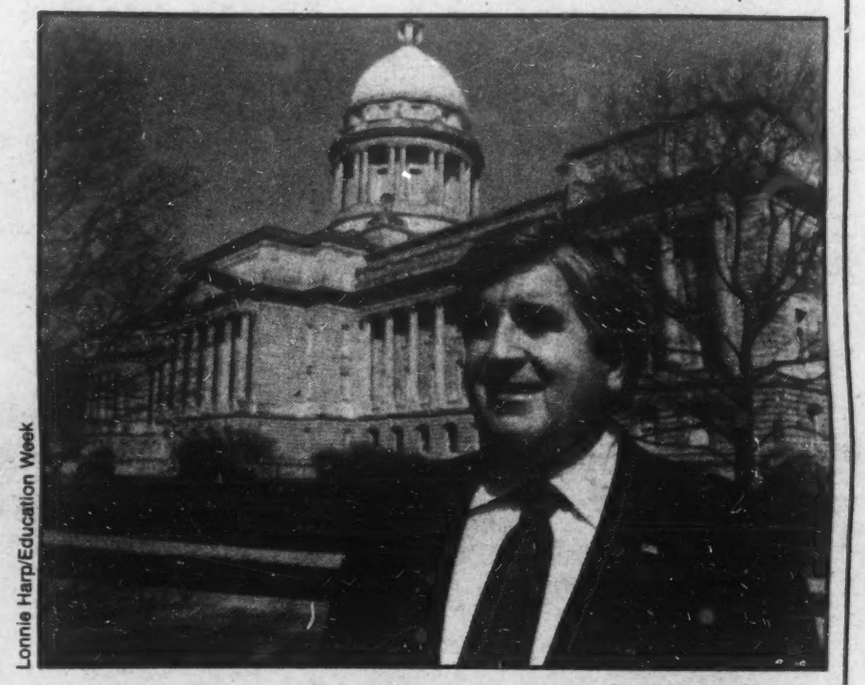

Lonnie Harp/Education Week

Ray Corns, who as a judge in 1988 ruled Kentucky's school-finance system unconstitutional, is running for lieutenant governor.

Federal Role Remains Sticking Point In Goals Talks, Participants Admit

By Julie A. Miller

WASHINGTON—The National Education Goals Panel remains divided over the federal role in meeting the goals, measurement of the federal effort, and Congressional involvement, some participants in the process and other sources say.

Furthermore, they warn, the divisions among the governors and Bush Administration officials who are the decision-makers in the process could undermine the enterprise.

With a set of recommendations from its expert resource groups in hand, the goals panel appears to be well on its way toward selecting measures to assess the progress of the nation's education system toward the goals.

But Gov. Roy Romer of Colorado, chairman of the panel, said he is growing "impatient" because Republican members are reluctant to discuss a framework for evaluating the efforts of the federal government.

While Roger B. Porter, President Bush's domestic-policy adviser, denies that the Administration is reluctant to assess its own efforts, he disagrees about the relative importance of such an endeavor.

In an interview, Mr. Romer, a Democrat, said: "We have not done one piece: the federal piece. That is one piece I have serious concerns about."

"There have been differences of opinion among the governors and the Administration," the Governor added.

"Some feel it's an afterthought and not one of the main purposes of our body," he said. "Some feel this is only an outcome-based assignment, and there is nothing to

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Local Foundations Form New Coalition To Aid Poor Youths

By Jonathan Weisman

Thirty of the nation's largest community foundations last week announced the formation of a coalition to help redouble their efforts to address the educational and other needs of low-income youths.

The Coalition of Community Foundations for Youth, established with organizational help from the Rockefeller Foundation, will serve as a clearinghouse and sounding board for innovative projects to promote "the intellectual, social, physical, and moral development of poor children and their families," according to a statement released by the group in Dallas at its first formal conference.

The activities of the coalition, foundation observers said, may serve to focus the attention of the burgeoning community-foundation movement more directly on problems of education and the poor—areas in which some critics have labeled community-fund efforts inadequate and overly conservative.

Last week's announcement is one of a se-

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Bill Tiernan

Robin Mallory, a senior at Granby High School in Norfolk, Va., uses a graphing calculator during her pre-calculus class.

Graphing Calculator Lending New Insight Into Intricacies of Math, Advocates Say

By Peter West

COLUMBUS, OHIO—It is a simple-looking device. Slightly larger than a regular hand-held scientific calculator and replete with buttons, the graphing calculator hardly seems capable of engendering much fervor.

Yet, for several hundred mathematics teachers who gathered here for a weekend conference recently, encounters with the device seemed the stuff of a near-religious experience. Their testimonials rang out like those of a tent-revival meeting.

"It's changed my life," one beaming participant confessed to the knowing chuckles of others.

Others, novices and veterans alike, crowded into the large auditorium to exchange their personal frustrations and share their latest success stories.

At the heart of all the commotion was a device—frequently described as a cross between a traditional electronic calculator and a microcomputer—that proponents say helps give students new insight into the power and intricacy of mathematics.

"This is a damned good way to teach math," one participant declared. "I'm addicted to it."

The machine allows users to graph equations, at the touch of a button, that otherwise take hours of tedious pencil-and-paper work to understand, if they can be attempted at all.

Classroom applications are obvious,

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Also in the news

Photopress

Spotlight On Schroeder
Interview with the new chair of the House Select Committee on Children, Youth, and Families.

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IN SUMMARY

A Win for Whittle
North Carolina school boards have the authority to contract to receive the controversial "Channel One" program, the state high court rules. **Page 4.**

Busing Foes Fail
St. Louis voters have rejected a slate of candidates for the school board that pledged to seek an immediate end to court-ordered student busing. **Page 5.**

Teenagers and Suicide
In the first national survey of teenagers on the subject, more than one-third say they have contemplated killing themselves, and 60 percent say they know others who have tried to. **Page 5.**

Aiming Early
The National Science Teachers Association has embarked on an effort to reform elementary-school science teaching, in tandem with its ongoing initiative to revamp high-school programs. **Page 8.**

Softening on Readiness
Bowing to parents who want more time before their children enter the 1st grade, the Texas state board has altered its policy against retention in prekindergarten and kindergarten. **Page 10.**

Fatal Midair Crash
The collision above a Pennsylvania schoolyard of a helicopter and a plane carrying U.S. Senator John Heinz killed the Senator, two students, and four others. **Page 13.**

A Penny Saved
A South Carolina business-education coalition is fighting an attempt to use revenues from a 1-cent sales tax for school improvement for regular educational costs. **Page 17.**

Funding Hike Foreseen
Despite strict new budget-control rules, observers think the House Budget Committee next week will approve a fiscal plan calling for more money for education. **Page 23.**

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EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume X, Issue 29.

ACROSS THE NATION

NATIONAL

80,000 Women of Child-Bearing Age May Have AIDS Virus, Study Says

As many as 80,000 women of child-bearing age in the United States may be infected with the virus that causes AIDS, a new study concludes.

The study, which was published in last week's issue of the *Journal of the American Medical Association*, also estimates that about 1,800 babies born to these women each year will have the human immunodeficiency virus that causes the disease.

The report is based on the results of anonymous blood tests on more than 1.8 million infants born between 1988 and 1990 in 38 states and the District of Columbia. Since the antibodies that are measured in a newborn come mostly from the mother, the test is a better measure of the mother's H.I.V. status than the child's. But health officials believe about one-third of the babies who are born H.I.V.-positive eventually will develop AIDS.

Women in New York, New Jersey, and Florida had the highest rates of H.I.V. infection, the study found. And depending on the state, black women were 5 to 15 times more likely to be H.I.V.-positive than were white women, the study found.

STATES

Class Size Must Be Negotiated With Teachers, Ore. Court Rules

The Oregon Court of Appeals has ruled that proposals on class size must be negotiated between a school district and a teachers' union.

In its action, the appellate court last month upheld a finding by the state employment relations board in a dispute involving the Tigard School District and the Tigard Education Association.

Under state law, class size is pertinent to "conditions of employment" and thus is included on the list of items to be negotiated during contract talks, the court said.

"Substantial evidence supports . . . [the] finding that the [class-size] proposal significantly affects workload," the court said. "It determines the number of parent-teacher conferences, the number of papers to be graded, and the hours spent on assistance to individual students."

Karen Famous, president of the Oregon Education Association, said the district did not want to bargain over class size, while the union believed the issue was important.

The court's decision "affects all our members," she said. "We were thrilled."

■ **Maryland's schools are inadequately preparing and motivating students to enter scientific and technological careers and are failing generally to foster scientific literacy**, a state panel has concluded.

The Maryland Task Force on Mathematics, Science, and Technology, in a report released late last month, charges that the state "is facing a crisis" in mathematics and science education despite the fact that Maryland ranks third nationally in technology employment.

The panel found that schools in the state have produced a number of "promising" math and science programs. But, it said, there is "little evidence of coordination among these programs or a clear connection of these separate programs" to statewide education-reform efforts.

The task force recommends a four-part plan for reform that would establish math, science, and technology as priorities in grades K-12; strengthen teacher-education programs; increase the number of children with access to "stimulating learning opportunities in math and science;" and provide resources for math and science teachers.

It also recommended that the state consider assessing teacher competence, providing teachers time and additional compensation for retraining, creating a statewide demonstration laboratory for educational technologies, and establishing a state fund to compensate districts that offer competitive salaries to math and science teachers.

A Touch of Computer Class

Mary Lou Foy/The Washington Post

Jason Wasfy, 11, shows Margaret Glorius how to use a mouse at the Maret School in Washington, D.C., as part of a community-service program that pairs senior citizens with students for hourlong computer classes after school.

DISTRICTS

Dade County Schools Sued Over At-Large Election Procedures

Mayor Xavier L. Suarez of Miami joined other Hispanic citizens and black voters last month in suing the Dade County school district and local electoral officials to challenge at-large school-board elections.

Filed in U.S. District Court, the suit seeks to replace at-large elections with a system employing single-member districts, said Stephen M. Cody, a lawyer for the plaintiffs.

The board now has one black member, its chairman, and one Hispanic member.

The suit alleges that the use of at-large elections, staggered terms of office, and the current method of holding primary-election runoffs have the effect of "diluting minority voting strength and preventing black and Hispanic voters from electing representatives of their choice."

In a response filed last week, the school board denied the allegations.

Phyllis O. Douglas, a lawyer for the school board, explained that, under the existing system, five board members must each live in a particular district, but that they are elected by the entire electorate on an at-large basis. Two others run at-large with no residential restrictions.

Currently, the five members from residential districts "don't really represent the district," Ms. Douglas said. "They represent all of Dade County."

As of last week, no date for a hearing had been set.

■ **A pregnant New York City high-school student was arrested late last month after refusing to comply with the school's daily metal-detector search procedure.**

On March 21, Sarita Chance, a 16-year-old student at the High School of Graphic Communications in Manhattan, was indicted on charges of third-degree assault and resisting arrest for evading a daily mandatory search by a hand-held metal detector. If convicted, she faces up to a year in prison.

The teenager refused to submit to the screening because she feared the device might harm her unborn child.

Frank Sabrino, a spokesman for Schools Chancellor Joseph A. Fernandez, maintains that Ms. Chance was offered a personal search instead, but refused and ran to the second floor when security guards began to escort her out of the building.

Donna Lieberman, associate director of the New York Civil Liberties Union, which is representing Ms. Chance, claims that her client was not given that option, and that the search policy was unclear to students. Last school year, pregnant students were automatically excluded from the program; this year, all students are required to take part.

The search system, which has been instituted in 12 high schools in the city, is both "effective and supported by the community," Mr. Sabrino said.

A hearing in the case has been set for April 17.

■ **A former Long Island, N.Y., school-bus driver pleaded guilty last week to raping and sodomizing 16 kindergartners who rode his bus every day.**

Robert Izzo, 41, of Hicksville, N.Y., pleaded guilty in Nassau County Court to 11 counts of rape, 20 counts of sodomy, and 7

More Than a Third of Teens Surveyed Say They Have Contemplated Suicide

By Millicent Lawton

In the first national survey of teenagers on the subject of suicide, more than one-third say they have contemplated killing themselves, and 60 percent say they know other teenagers who have tried to commit suicide, a poll by the Gallup Organization has found.

The National Teen Suicide Audit—released last week in New York City and considered by Gallup a "benchmark" for further research—also showed that 6 percent of American teenagers have attempted suicide and that another 15 percent have come close to trying.

Gallup, which donated its year of work on the study, obtained written responses from a random sample of 1,152 teenagers ages 13 to 19 from November 1990 to January.

"[T]he Gallup study has taken a major step in amplifying the often-ignored cries of America's next generation," U.S. Representative Gary L. Ackerman, Democrat of New York, said in a statement.

"This study provides the first evidence that [teenage suicide] is a significant social issue," said Mr. Ackerman, who has introduced suicide-prevention legislation in the Congress and who served on the audit's advisory board.

Barry Garfinkel, head of child and adolescent psychiatry at the University of Minnesota Medical School, characterized the survey as "an important piece."

"Because it's a national survey, it's filling in pieces of the puzzle" about why adolescents hurt themselves, said Dr. Garfinkel, who has studied teenage suicide for nearly 20 years. He was not affiliated with the Gallup survey.

Family Problems Cited

Among those polled who came close to or actually attempted suicide—the third most common cause of death among youths—47 percent said family problems or problems at home had led them to do so.

Twenty-three percent cited depression as a cause; problems with friends and low self-esteem prompted 22 percent and 18 percent, respectively, to come close or try to kill themselves, the survey found.

> Nearly half cited family problems or troubles at home.

The study also showed that teenagers who had a family member who had talked about, attempted, or committed suicide were more likely to come close or attempt suicide themselves.

For the 35 percent who had talked or thought about committing suicide, it was older teenagers, the youngest children in a family, and those who knew a teenager who had attempted suicide or a family member who had talked of or attempted suicide who were more likely to contemplate it for themselves, the report said.

Of the 60 percent who knew a teenager who had tried to commit suicide, 26 percent said the attempt was successful. For 43 percent of those respondents, the teenager was an acquaintance, one-third said it was a close friend, and 4 percent reported it was a relative.

Over all, teenagers responded most often that grades in school were their greatest problem in life, with 13 percent choosing that from a list of 22 troubles. The older the students, the more likely they were to respond that way, survey results showed.

Twelve percent cited career uncertainties as their greatest problem. And between 5 percent and 10 percent of the teenagers said their chief problem was either problems in growing up, fears, being like other teenagers, getting along with parents, financing college, or drug abuse.

More than two in five teenagers polled—or 41 percent—said their school had taken steps to prevent teenage suicide. Of those, 37 percent said the school offered counseling, 19 percent said other programs or meetings were scheduled, and 18 percent reported peer-counseling efforts.

Asked what their school should do to prevent teenage suicide, respondents offered three main suggestions: having a special program for teenagers with problems, holding a special course for parents on how to be better parents, and telling students about such outside help as hot lines and drop-in groups.

Minnesota Study

Dr. Garfinkel said the Gallup data, including the figure that 6 in 100 teenagers have attempted suicide, parallel what he found in a recent study of Minnesota high-school students that has yet to be published.

In light of data that about 20 in 100,000 teenagers actually commit suicide, Dr. Garfinkel said, the 6 in 100 figure is surprising because it means that, for every one suicide, there are apparently 300 attempts.

One explanation for the high rate, he said, could be that adolescents who harbor suicidal thoughts "are hiding it from the adults around them."

Many youths may try suicide, Dr. Garfinkel said, by taking pills in their bedroom, for example, but wake up the next morning and go to school as usual, never mentioning it to anyone.

Or, he said, another explanation for the rate could be that what high-school students call "attempts" are different from what researchers consider to be attempts.

Teenagers may call a plan that is half-heartedly or never carried out an "attempt" instead of a "gesture or cry for help," Dr. Garfinkel said.

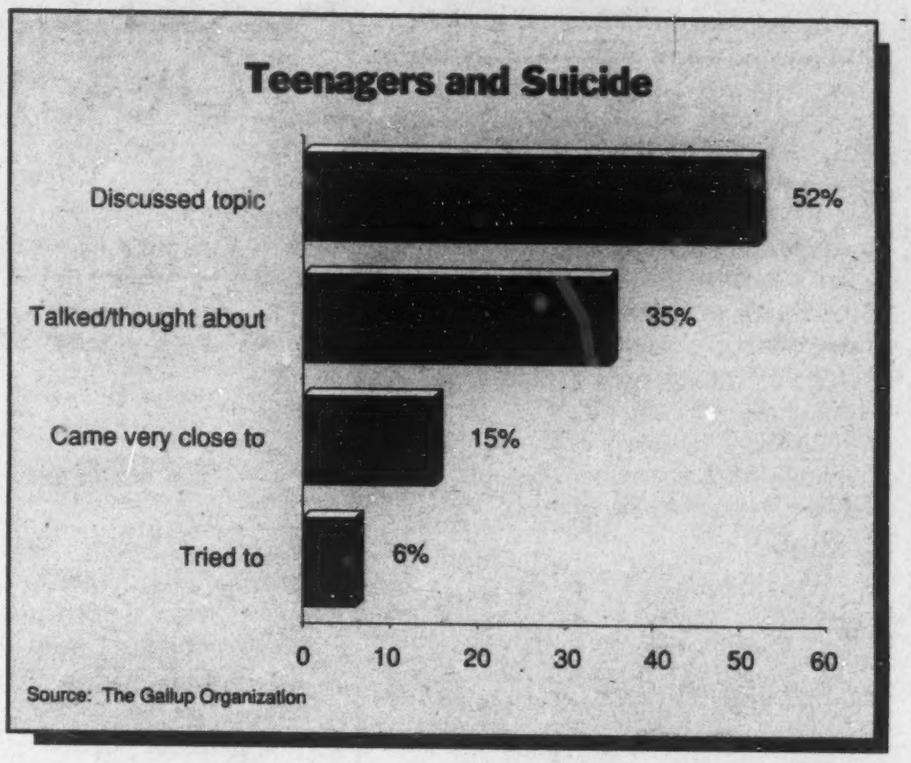
Gary Hoeltke, a senior vice president at the Gallup Organization and a former school psychologist, said he was not surprised by the study's results.

Instead, he said he suspects the data that 6 percent of teenagers have attempted suicide to be conservative. "The problem may be more extensive than we think," Mr. Hoeltke said.

To find out more, Gallup plans to conduct more surveys, perhaps as often as annually, he said.

Additional suicide research by Gallup also will try to gather more data on minority teenagers and those who live in big cities, said Robert Corman, executive director of the Gallup International Institute, the Gallup Organization's nonprofit counterpart.

Minority and urban teenagers were not well represented in the current study, Mr. Corman said, noting, for example, that blacks made up just 6 percent of the survey sample while they make up about 12 percent of the general population.



St. Louis Voters Reject Slate Seeking Quick Halt to Busing

By Peter Schmidt

St. Louis voters last week rejected a slate of candidates for the city school board that had pledged to seek an immediate end to court-ordered student busing there.

Heavy voter turnout in the city's predominantly black north side was credited with helping a rival slate, which backed full compliance with a federal district judge's desegregation orders, take all four open seats on the 12-member board.

Observers of the local political scene said the 4 Candidates 4 Kids ticket galvanized support for its cause by asserting that the opposing slate, Friends and Advocates of Neighborhood Schools of St. Louis, aimed to resegregate the district.

For example, it claimed that the Friends slate had close ties to the Metro South Citizens Council, a civic organization that the 4 Candidates group says promotes racial separation.

William J. Macke, one of the losing candidates in the April 2 election and a member of the council, said the group believes "that each race has its own pride."

If it had won the election, the Friends slate would have formed a majority on the school board through an alliance with five incumbents.

"I'm absolutely ecstatic," said Pauline V. Smith, one of the winning candidates. "We beat them clearly and significantly."

Tax Proposals Approved

Voters also approved by wide margins two ballot proposals that were backed by the 4 Candidates ticket and opposed by the Friends slate: a $131-million bond issue for school repairs, and a waiver of a property-tax rollback that will provide schools with an extra $11 million.

According to local political observers, such tax proposals typically are rejected or are approved by the slimmest of margins.

The 4 Candidates slate spent more than $280,000, the most ever in a St. Louis school-board race, and mustered support from a wide array of civic, religious, political, and business leaders.

Heavy media coverage of the race apparently attracted some 20,000 more voters than expected to the polls, and most of them voted for the 4 Candidates slate, political analysts said.

"Normally, a school-board race gets a big yawn," said Kenneth F. Warren, a professor of political science and public policy at St. Louis University. "Here you have a race that really was given just unbelievable attention."

Analysts said a ward-by-ward breakdown of voting results indicated that the election pitted the city's north side, which is more than 90 percent black, against the south side, which is more than 90 percent white and has large numbers of retirees and families that send their children to private schools.

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>
> —Kenneth F. Warren

Some analysts had predicted that the Friends slate would benefit from low turnout among blacks, who constitute 42 percent of the city's registered voters.

Voter turnout in the 11 north-side wards, however, was nearly double that of the previous school-board election, and more than 95 percent of the voters in those wards cast their ballots for the 4 Candidates ticket.

"We knew from the start that black voters would win or lose this election for us," said Karen J. Isbell, the winning ticket's co-manager.

The ticket also won more than 20 percent of the vote in the largely white south-side wards, about twice the percentage that had been predicted by some observers.

Both slates of candidates campaigned against the mandatory busing of some 4,300 students pursuant to a 1980 federal-court order. They differed, however, on the means of getting out from under the order.

The Friends slate asserted that the district had done all it could to overcome racial segregation. It pledged to petition U.S. District Court Judge Stephen N. Limbaugh immediately to lift his desegregation orders.

"We felt that the money spent on busing does nothing to educate the children, and having the kids riding the bus from early in the morning to late at night does nothing to educate them at all," said Mr. Macke of the Friends slate. "It steals from their playing, and it steals from the time that could be spent on homework tasks."

The 4 Candidates slate argued that the best way for the district to win relief from court orders is to comply with them fully. That would mean lowering student-teacher ratios, repairing more than 100 school buildings, and expanding the district's magnet-school program.

The slate alleged that the members of the board allied with the Friends ticket have opposed compliance with the court's orders and have mired the district in controversy.

"We have yet to comply with the court order one day in our city," said Robbyn G. Stewart, one of the winning candidates.

The 4 Candidates slate also criticized Mr. Macke of the Friends ticket and four of the ticket's allies on the board for their membership in the Metro South Citizens Council, which the 4 Candidates group says supports "states rights" and "racial integrity."

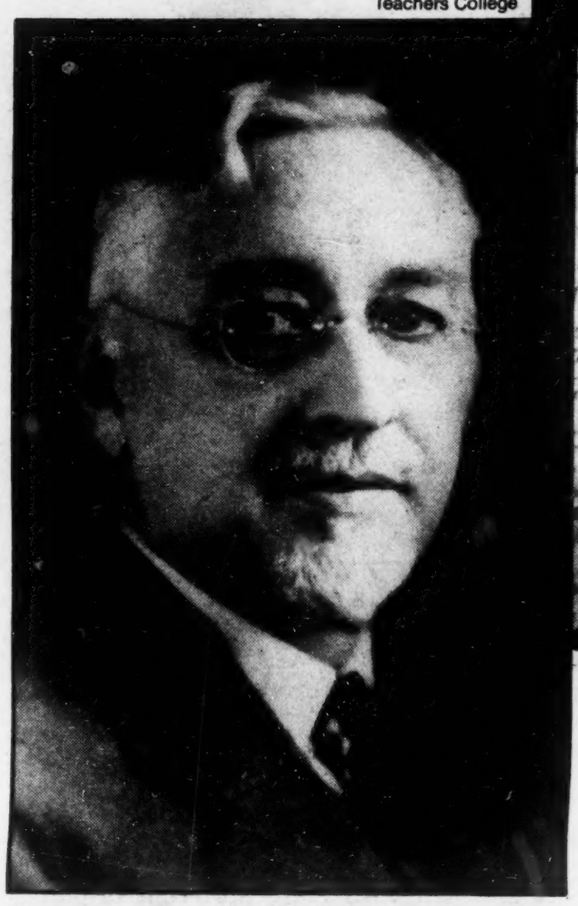
The 4 Candidates slate also called for the resignation of the treasurer of the Friends slate, Jerome A. Tessmer, because he contributed $100 to the campaign of David Duke, the former Ku Klux Klan leader who is running for governor of Louisiana.

Mr. Tessmer last week defended his contribution to Mr. Duke, saying, "I give to over 50 Republicans every election year."

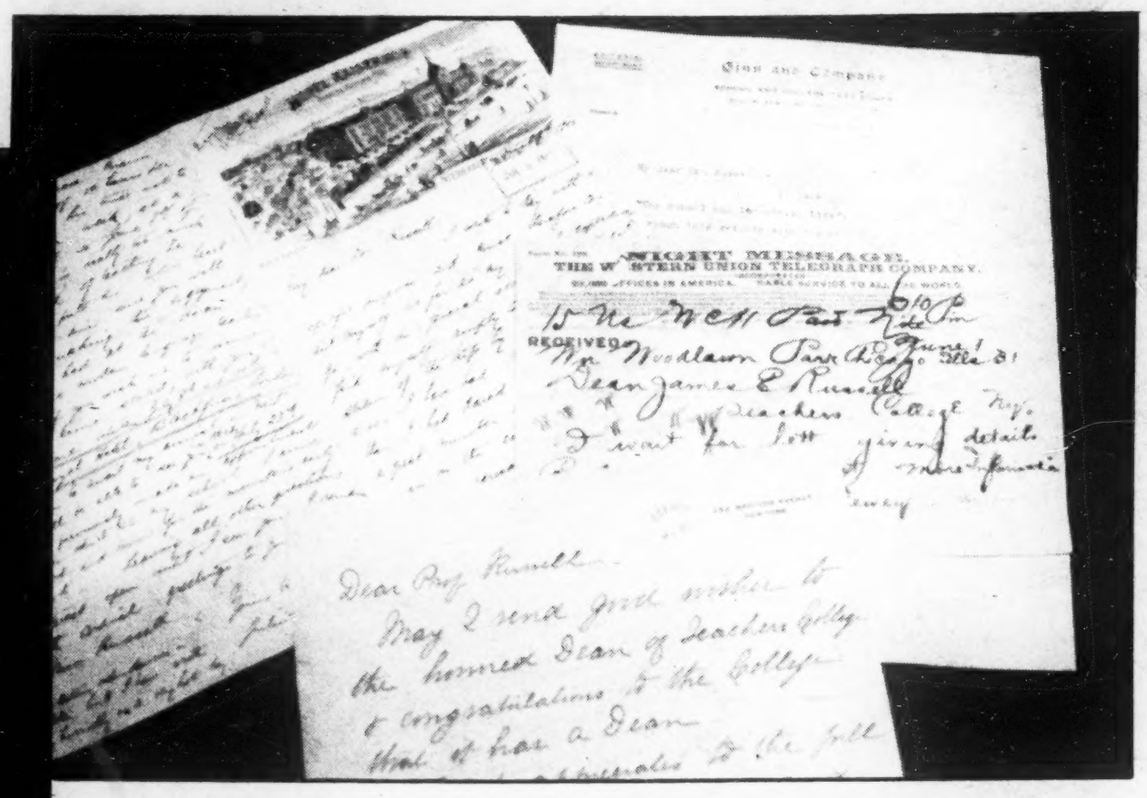
"What about the N.A.A.C.P.?" he continued. "That's pretty rotten, too. They're anti-white. Some of the people I give to might belong to the N.A.A.C.P., too."

Mr. Macke said that, contrary to the image portrayed by its opponents, the Friends slate addressed several educational issues other than busing during the campaign.

"The other side did more to stir up racial hate than we did," he said.



Teachers College



The James Earl Russell papers at Teachers College, Columbia University, include a number of priceless documents from the tenure of the college's dean. Among them are a letter from Professor Julius Sachs, on efforts to recruit a prominent German teacher; a telegram from John Dewey, awaiting word on an offer of $350; and an 1898 letter from Grace Dodge, founding trustee of the college, expressing congratulations "that it has a dean."

College.

In it, the student vowed that "my sole purpose in this life is to create a democracy of education and not by military revolution."

The student, Wen Tsing Tao, went on to become a leading educational philosopher and reformist, earning the appellation "the John Dewey of China."

A Rich Variety

The Russell collection, which covers the period 1887 to 1931 but focuses on Russell's time as dean, offers great variety.

Included are a 1904 offer made by Dean Russell to pay John Dewey $350 for 15 lectures, a 1909 request that a horse stabled next to a college building be moved because of the noxious summertime odor, and a 1915 letter from a professor visiting in New Orleans during Mardi Gras who observes, "Am glad our city is not afflicted with this hysteria."

Russell's talents as a courtier of the trustees and a smoother of tensions among faculty also come through in the papers, says Bette Weneck, a manuscript curator in the special collections department.

So too do his broad-ranging interests and his endless network of contacts, says Mr. Glotzer.

Russell may have kept his finger on educational theory or instruction in international education, Mr. Glotzer says, "but he also knew a lot of rural school superintendents and people in the 4-H movement."

'I Was Hooked'

Researchers who have used the Russell papers generously praise the collection that has proved vital to their work.

"Once I got into the papers, I was hooked," says Mr. Glotzer, who first examined the collection several years ago for dissertation research comparing the history of education in the American South with that in South Africa.

He turned up a longstanding and significant connection between Teachers College and South Africa. Many white—and a few black—South Africans studied at Teachers College in the early part of this century, he says, and that experience influenced education in their own country.

More recently, Mr. Glotzer has used the papers for a book he is writing on the history of the Carnegie Corporation of New York's philanthropic work in South Africa from 1926 to the present.

Russell himself worked at the Carnegie Corporation after he left Teachers College in 1927, and he visited South Africa twice during the 1920's and 1930's, according to Mr. Glotzer.

Carnegie also sponsored visits by Teachers College faculty to South Africa, including trips by John Dewey and Mabel Carney, a rural education professor whom Mr. Glotzer has studied.

Letters in the collection that have piqued Mr. Glotzer's interest include a request from Carney to Russell for a scholarship for the daughter of a black South African man, and others representing "a good argument" between Carney and the dean.

Kathleen Cruikshank, another researcher who has perused the Russell papers, shares Mr. Glotzer's praise for the collection. Ms. Cruikshank, a Ph.D. candidate in education at the University of Wisconsin at Madison, calls the Russell papers "tremendously valuable."

To have the papers well organized and be able to send a written request and receive in return materials that "generate more questions and broaden my thesis . . . all of these to me validate the existence of the collection," Ms. Cruikshank says.

Expressions of Friendship

The Wisconsin researcher sought out the Russell papers for her dissertation on the late 19th century curriculum-reform movement called "American Herbartianism," named after the German philosopher and educator Johann Friedrich Herbart.

Ms. Cruikshank discovered the collection last summer while tracking down information about Frank M. McMurry, a professor of elementary education at Teachers College and an adherent to the Herbartianism movement.

The Russell documents—copies of about 20 to 25 letters—have given Ms. Cruikshank crucial insight into McMurry's experience at Teachers College, she says. She learned, for example, that after unfulfilling stints at two other American universities, McMurry accepted the Teachers College post where "it appears he found fertile ground" for his ideas and a supportive administrator in Russell, Ms. Cruikshank says.

Russell even granted McMurry's several requests for leaves of absences to write books or travel to Europe.

"The support is really clear" in the letters, Ms. Cruikshank says, as is "a flexibility to accommodate McMurry's vision of teaching."

The correspondence between the two men, whose tenures at Teachers College coincided almost exactly, also reveals expressions of admiration and friendship that 65 years and yellowed paper cannot dampen.

"I am profoundly affected by your request for leave of absence next year and for retirement thereafter," Russell wrote to his colleague in 1926. "It seems like the beginning of the end to me."

Indeed, Russell ended his tenure the following year. ■

A. The basic problem facing school leaders is how to help troubled classrooms improve. That will require different strategies in different classrooms. It may mean differential training in one; a mentor relation in another; in a third, it may require transferring a couple of kids to another classroom. . . .

If policies don't help teachers and students in each classroom do their job more successfully, they are failing the only test that matters.

Q. Some research-based policies that reformers are recommending—such as eliminating tracking—appear to conflict with your notion that policies should change "classroom membership." Are these unwise?

A. I don't see a conflict. Having the ability to place students in a classroom where they will be most successful is consistent with eliminating tracking. As long as there are several classes in a grade level, it's possible to mix and match students.

Shockingly, many schools now assign kids to classes randomly. It wastes an opportunity to find out which class a child will flourish in. Teachers know a great deal about the situations a child will flourish in.

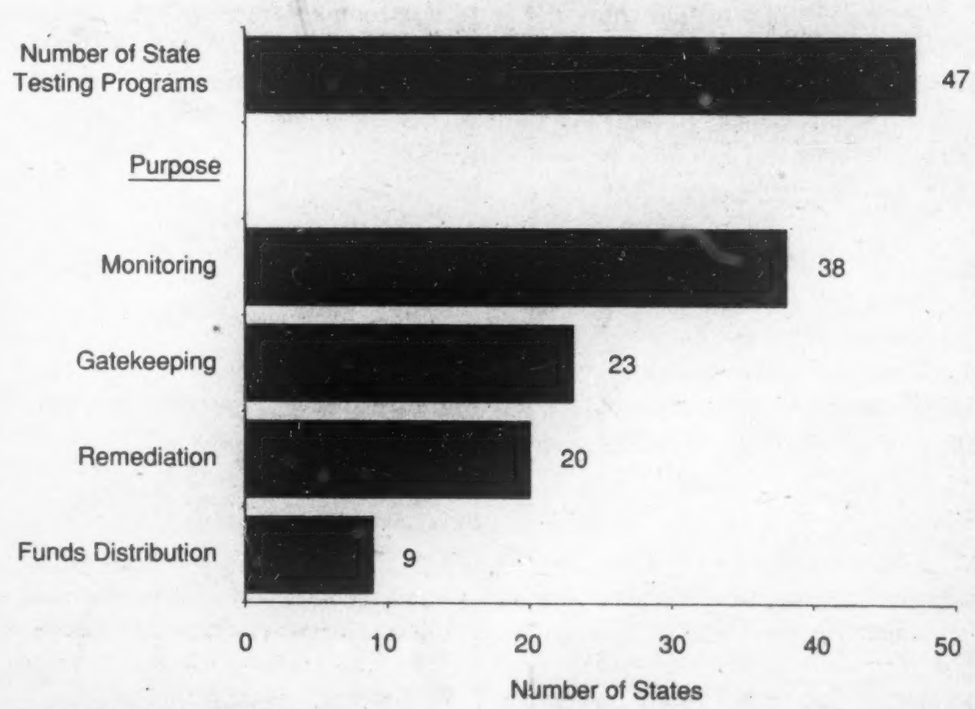
Q. In describing "the Newton solution" [a program in Massachusetts that allows parents to choose their children's classes], you write of a degree of involvement in schooling that many parents—particularly in low-income families—seldom display. Wouldn't such a program widen the gap between advantaged and disadvantaged students?

A. No, because middle-class parents are already asking principals for classroom assignments for their kids to help them succeed. What I argue is that all parents should have that opportunity. . . .

[My proposal differs from school-choice plans.] School-choice advocates are looking at the wrong kind of choice. It's really classrooms that matter. Parents can get more information about classrooms in their neighborhood schools than they can about schools in different neighborhoods. It's more practical. And it already exists. ■

DIMENSIONS

State Testing Programs and Purposes, 1990



Source: Educational Testing Service